

**SECRET**

Approved For Release 2002/05/20 : CIA-RDP80T00294A000300050024-1

DEPARTMENT OF STATE TELEGRAM

MFG. 1-72

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C O N F I D E N T I A L HELSINKI 1925

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FROM USEDLMPTT

SUBJECT: DRAFT GENERAL OPENING US STATEMENT

1. FOLLOWING IS DRAFT OF GENERAL OPENING STATEMENT I PROPOSE TO MAKE AT APPROPRIATE POINT IN PROCEEDINGS. TIMING WILL DEPEND ON HOW DISCUSSION OF RULES OF PROCEDURES EVOLVES.

2. BEGIN TEXT. MR. CHAIRMAN, I WOULD LIKE FIRST TO EXPRESS OUR DEEP APPRECIATION TO THE GOVERNMENT OF FINLAND AND TO THE CITY OF HELSINKI FOR ARRANGING FOR THESE TALKS. GENEROUS FINNISH HOSPITALITY COUPLED WITH THE EXCELLENT FACILITIES AT OUR DISPOSAL SHOULD GREATLY ASSIST OUR WORK. WE ARE GRATEFUL, INDEED, TO BE HERE..

3. IN A RECENT STATEMENT TO THE AMERICAN PEOPLE, PRESIDENT NIXON EMPHASIZED--AND I QUOTE--"THAT OUR COUNTRY CAN LOOK BACK WITH SPECIAL GRATITUDE ACROSS THE EVENTS OF A YEAR WHICH HAS BROUGHT MORE PROGRESS TOWARD LASTING PEACE THAN ANY OTHER YEAR FOR A GENERATION PAST," AND THAT "WE CAN LOOK FORWARD . . . TOWARD THE OPPORTUNITIES WHICH PEACE WILL BRING."

4. IN THE QUEST FOR LASTING PEACE, THE UNITED STATES BELIEVES THAT UNDERSTANDING AMONG PEOPLES IS FUNDAMENTAL. WE SEEK A MORE OPEN WORLD--OPEN TO CLOSER COOPERATION AND TO GREATER CONTACTS AMONG PEOPLE, AS WELL AS TO A FREE INTERCHANGE OF IDEAS AND INFORMATION.

5. WE LOOK FORWARD TO THE DAY WHEN EUROPE IS NO LONGER DIVIDED.

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THUS, WE HAVE APPROACHED THESE PREPARATORY TALKS IN A CONSTRUCTIVE AND SERIOUS MANNER, BELIEVING THAT A CONFERENCE ON SECURITY AND COOPERATION IN EUROPE-- IF CAREFULLY PREPARED CAN TAKE MEANINGFUL, CONCRETE STEPS TO INCREASE COOPERATION AND PROMOTE THE SECURITY, INDEPENDENCE AND EQUALITY OF EACH OF OUR STATES, FREE OF OUTSIDE INTERFERENCE-- AND THEREBY CAN MAKE A GENUINE CONTRIBUTION TO THE ONGOING PROCESS OF EUROPEAN RECONCILIATION.

6. THERE IS AMPLE WORK AHEAD OF US AS WE SEEK TO DEVELOP A MUTUALLY SATISFACTORY BASIS FOR A CONFERENCE AT MINISTERIAL LEVEL WHICH WOULD NEGOTIATE A POTENTIALLY WIDE RANGE OF MEASURES, FOR EXAMPLE: MEASURES WHICH WOULD BRING MORE WIDESPREAD RECOGNITION IN DEED, AS WELL AS IN WORD, THAT GENEALLY ACCEPTED PRINCIPLES OF INTERNATIONAL BEHAVIOR SHOULD APPLY, WITHOUT QUALIFICATION, TO RELATIONS BETWEEN US ALL;

SECOND, MEASURES WHICH COULD BUILD CONFIDENCE THAT MILITARY MOVEMENT AND MANEUVERS WOULD NOT CREATE INSTABILITY OR MISUNDERSTANDING; AND

THIRD, MEASURES WHICH CAN, WITH GOOD WILL, REMOVE SOME OF THE REAL IMPEDIMENTS TO FREER CONTACTS AMONG OUR PEOPLES, TO GREATER EXCHANGE OF INFORMATION AND IDEAS, AND TO CLOSER ECONOMIC, SCIENTIFIC, ENVIRONMENTAL AND CULTURAL COOPERATION.

7. GIVEN THE QUANTITY OF TOPICS BEFORE US, IT SEEMS APPROPRIATE AND LOGICAL THAT WE BEGIN BY CONSIDERING AN ORDER OF BUSINESS.

8. IN OUR VIEW, THE MOST DESIRABLE APPROACH WOULD BE FOR US TO SEEK AGREEMENT FIRST ON THE COMPONENTS OF AN AGENDA FOR A CSCE.

9. THEREAFTER, WE WOULD TURN TO CAREFUL CONSIDERATION OF MANDATES FOR FURTHER PREPARATION UNDER EACH AGREE AGENDA TOPIC.

10. SINCE THIS PORTION OF OUR TALKS WILL INEVITABLY INVOLVE SOME RATHER DETAILED DISCUSSIONS, I SUGGEST THAT WE MIGHT FIND IT USEFUL TO CONSIDER ESTABLISHING AD HOC WORKING GROUPS. THIS DEVICE WOULD HELP MOVE THINGS ALONG AT A MORE BRISK PACE THAN WOULD BE POSSIBLE WERE WE TO TRY TO ACCOMPLISH ALL OUR BUSINESS IN PLENARY SESSIONS.

11. FINALLY, ONCE WE HAVE REACHED A POINT AT WHICH IT APPEARS THAT THERE IS SUFFICIENT AGREEMENT ON MATTERS OF SUBSTANCE TO WARRANT PROCEEDING FURTHER, IT WOULD FOLLOW NATURALLY THAT WE TURN OUR ATTENTION TO THE QUESTION OF PROCEDURES FOR SUBSEQUENT PHASES,

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INCLUDING THE LEVEL AND VENUE OF A CSCE ITSELF.

12. THE TASK BEFORE US, GENTLEMEN, IS CHALLENGING.. WE ARE TO ENSURE THAT A CONFERENCE ON SECURITY AND COOPERATION WOULD MARK MEASURABLE PROGRESS TOWARDS PEACE AND RECONCILIATION IN EUROPE. GIVEN THE DIFFICULT ISSUES BEFORE US, OUR ABILITY TO CARRY OUT THIS EXTRAORDINARY TASK WILL BE A TRUE TEST OF DIPLOMACY. WE ARE CONFIDENT THAT CONSTRUCTIVE, RESPONSIBLE, AND THOUGHTFUL POSITIONS BY EVERYONE AROUND THIS TABLE--REPRESENTING SO MANY OF THE WORLD'S MOST ADVANCED NATIONS-- WILL RESULT IN THE FURTHER DEVELOPMENT OF AN ERA OF NEGOTIATION. (END TEXT)

GDS PETERSON

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